

CHAPTER 1

RESPONSIBILITIES AND PROCEDURES

A. GENERAL and PURPOSE

1. This Manual assigns responsibilities, prescribes procedures, and provides guidance by which the Department of Defense responds to ALL HAZARDS in accordance with 42 U.S.C. 5121, et seq, as amended (hereafter referred to as the Stafford Act, reference (f)). Under the authority of the Civil Defense Act of 1950 50 U.S.C. App. 2251, et seq, (reference (a) and National Security Directive 66 (dated March 16, 1992) (reference (m) this Manual supports the National civil defense policy and Federal and State civil defense programs in cooperation with the Federal Emergency Management Agency (FEMA).

2. The procedures established in this manual constitute a single system for Military Support to Civil Authorities (MSCA) for use by the DoD Components to plan for, and respond to, requests from civil government agencies for military support in dealing with actual or anticipated civil emergencies requiring Federal response (including National security emergencies as defined in E.O. 12656 reference (1)).

B. SCOPE

This Manual:

1. Governs MSCA activities of all DoD Components in the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the former Trust Territory of the Pacific Islands (hereafter, non CONUS, non State entities are referred to as U.S. possessions and territories).

2. Provides an ALL HAZARDS focus on the assignment and allocation of DoD resources to support civil authorities during civil emergencies arising during peace, war, or transition to war. ALL HAZARDS refers to any number of natural or man-made disasters or emergencies such as hurricanes, earthquakes, forest fires, floods , oil spills, radiological contamination, power outages, nuclear attack, or sabotage. Emergencies and major disasters as defined by 42 U.S.C. 5122, reference (f) are included.

3. Establishes procedures for the Emergency Preparedness Liaison Officers program for ALL HAZARDS. The EPLO program support is designed to augment CINC support to MSCA.

4. Does not integrate MSCA planning with contingency war planning and does not impinge on the authority of the Chairman of the Joint Chiefs of Staff to supervise contingency planning.

5. Does not include military support to law enforcement, which is addressed in DoD Directive 3025.12, reference(b) .

6. Does not apply to DoD support during foreign disasters, which is covered by DoD Directive 5100.46, reference (e).

7. Does not include equipping Reserve Components, which is covered in DoD Directive 1225.6, reference (n) .

C. NATIONAL POLICY

1. In accordance with the Stafford Act, reference (f), it is the **policy** of the Federal Government to provide an orderly and continuing means of supplemental assistance to State and local governments as they execute their responsibilities to alleviate the suffering and damage resulting from catastrophic or major disasters or emergencies. Upon declaring a disaster or emergency, the President may direct any Agency of the Federal Government to undertake missions and tasks (on either a reimbursable or non-reimbursable basis) to provide assistance to State and local agencies. A Federal Coordinating Officer (FCO) is appointed by the President with authority to coordinate the Federal response effort in the affected area. The President has delegated the authority to appoint FCOS to the Director of FEMA. The Director has further delegated the authority to appoint FCOS to the Associate Director.

2. In accordance with the Federal Civil Defense Act of 1950, as amended, reference (a), the national civil defense policy is to develop capabilities common to all catastrophic emergencies that will support ALL-HAZARDS emergency management at State and local levels to protect the population and vital infrastructure. Under the National civil defense policy, the Department of Defense will support civil authorities in civil defense, including issuing instructions to RC units on steps they will follow in planning and carrying out MSCA and establishing guidance for State military headquarters for response in both peacetime disasters and National security emergencies. Accordingly, all planning and response by the DoD Components for civil defense are governed by this Manual, with the exception of military support to civil disturbance operations (DoD Directives 3025.12 and 5525.5, references (b) and (o)) and contingency war plans.

3. Executive Order 12656, reference (k), establishes the policy of the **Federal** Government to have sufficient capabilities at all **levels** of government to meet essential defense and civilian needs during any National security emergency.

D. FUNCTIONAL RESPONSIBILITIES

1. Office of the Secretary of Defense

a. Office of the Under Secretary of Defense for Policy (USD(P))

(1) Exercises policy oversight of MSCA for the Secretary of Defense and ensures compatibility of MSCA with National Security Emergency Preparedness in accordance with DoD Directives 3020.36 and E.O. 12656, references (p) and (1).

(2) Deputy to the Under Secretary of Defense (Policy) for Policy Support (DTUSD(P)/PS) shall:

(a) Act on behalf of the USD(P) under DoD Directive 3025.1, reference (c) as required. Coordinate MSCA policy matters to obtain USD(P) and Secretary of Defense approval when appropriate.

(b) Develop policy guidance for MSCA.

(c) Provide the initial level of policy interface for the Director of FEMA with the Secretary of Defense on routine matters.

(d) Interpret authorities and requirements of reference (c) , as required.

(e) Monitor response by the DoD Executive Agent to disasters, and emergencies with particular attention to policy and political implications.

(f) Support the DoD Executive Agent by coordinating or facilitating planning activities within the Department of Defense, or with other Federal Agencies, as needed.

(3) Director of Emergency Planning shall:

(a) Provide staff support to the DTUSD(P)/PS for MSCA, and act on behalf of the DTUSD(P)/PS when authorized.

(b) Receive or anticipate requirements for emergency planning for MSCA from non-DoD agencies; and facilitate management and coordination of planning responsibilities of the Executive Agent and the DOMS with those of both DoD and non-DoD agencies, as needed.

(c) Assist Executive Agent with routine contact and coordination with FEMA, as required.

(d) Monitor and assist in coordination with the

National Guard Bureau.

(e) Monitor and assist in coordination with Military Services-and Office of Assistant Secretary of Defense (Reserve Affairs) (**OASDRA**) for the use of RC personnel in MSCA as required.

(f) Provide liaison with FEMA through the Military Support Liaison Officer.

b. Director, Defense Finance and Accounting Service (D,DFAS)

(1) Report annually the expenditures and reimbursements by emergency to the Office of DUSD(P)/PS.

(2) Maintain records of DoD fiscal expenditures and reimbursements for support to civil authorities.

2. Secretary of the Army (Department of Defense Executive Agent). The DoD Executive Agent is defined as the individual designated by position to have and to exercise the assigned responsibility and delegated authority of the Secretary of Defense under DoD Directive 3025.1, reference (c). The Secretary of the Army, as the DoD Executive Agent for the provision of DoD resources to civil authorities, shall act for the Secretary of Defense in developing planning guidance, plans, and procedures for **MSCA**. The DoD Executive Agent has the authority of the Secretary of Defense to task the DoD Components to plan for and to commit DoD resources in response to requests from civil authorities for **MSCA**.

a. Assign Army personnel to serve as EPLOS in **USACOM** and **USPACOM AORS**.

b. Provide support as required by the DoD Executive Agent or designated representative.

c. **Manage** expenditures and reimbursements from the Defense **Emergency** Response Fund (**DERF**).

d. Exercise management responsibility for the **DERF**.

(1) Provide management representation letters for **DERF** financial statements to the Department of Defense Inspector General.

(2) Provide legal representation letters for **DERF** financial statements to the Department of Defense Inspector General.

3. Department of Defense Director of Military Support (DOMS). The DOMS and supporting staff serve to ensure the performance of all planning and execution responsibilities of the DoD Executive Agent for domestic emergency preparedness. The DOMS is the DoD primary contact for all Federal Departments and Agencies during periods of domestic civil emergencies or disaster response.

4. Defense Coordinating Officer (DCO). The DCO is a military or civilian official designated by the Executive Agent or responsible DoD Component to coordinate MSCA activities in accordance with DoD Directive 3025.1, reference (c). The authority of each DCO is defined in documentation issued or authorized by the DoD Executive Agent to be issued by the responsible DoD command and is limited either to the requirements of a specified interagency planning process or to a specified geographical area or emergency. The DCO is the DoD on-scene representative who coordinates MSCA requirements with the Federal Coordinating Officer (FCO). Other functions:

a. Validates MSCA requirements requested by the FCO, State Coordinating Officer (SCO), and/or the Emergency Support Function (ESF) representatives.

b. Coordinates and **assigns** MSCA requirements to the appropriate military organizations.

c. Exercises supervision of DoD liaison personnel **assigned** to the Emergency Support Functions' staff at the Disaster Field Office (DFO).

d. Coordinates and tasks the use of all DoD resources provided in response to a specific natural disaster or civil emergency.

e. Serves as the Department of Defense's single point of contact for DoD resources. Receives requests for assets and passes them to the supported CINC or component for action if they cannot be filled at the DCO level.

5. DoD Emergency Preparedness Liaison Officers (EPLOS) EPLOS are assigned by the military services and selected DoD Agencies to coordinate the use of DoD resources in support of civil authorities during Presidentially declared disasters and emergencies. **EPLOs** serve with major civil and military headquarters that have primary responsibility for planning, coordinating, and executing support to civil authority in disasters. These include **FORSCOM, CONUSAs**, State Adjutants General and **STARCS**, and FEMA National and Regional headquarters (**CINCS** may also be included). EPLOS represent unique Service or Agency expertise and knowledge that contributes to a coordinated and effective DoD response to disasters and emergencies. When

providing assistance in response to a Presidentially declared disaster or emergency, EPLOS represent the DoD Executive Agent and the supported CINC having area responsibility. DoD EPLOS are responsible for coordinating civil requests for the use of DoD resources under the auspices of DoD Directive 3025.1, reference (c) and this Manual.

a. U.S. Atlantic Command (USACOM) and U.S. Pacific Command (USPACOM) will establish a liaison structure within their respective areas of operation down to State level. EPLOS may represent all the Services and/or DoD Agencies to provide a balanced capability to respond to the continuum of ALL HAZARDS situations.

b. Military Departments and DoD Agencies that elect to provide liaison officers outside of the EPLO liaison structure described in DoD 3025.1 (reference c) and this Manual do not represent the Department of Defense in MSCA activities.

6. Secretary of the Navy

a. Assigns Naval personnel to serve as EPLOS in USACOM and USPACOM AORS.

b. Provides support as required by the DoD Executive Agent or designated representative.

7. Secretary of the Air Force

a. Assigns Air Force personnel to serve as EPLOS in USACOM and USPACOM AORS.

b. Provides support as required by the DoD Executive Agent or designated representative.

8. Commander in Chief U.S. Atlantic Command (CINCUSACOM)

a. Serves as DoD Principal Planning Agent (PPA) and Operating Agent for Military Support to Civil Authorities for all DoD Components for the 48 contiguous states and the District of Columbia, Puerto Rico, and the Virgin Islands.

b. Maintains liaison with the FEMA.

c. Trains (in conjunction with the Services) and receives OPCON of EPLOS for MSCA activities immediately prior to and during Presidential disaster declarations in the Atlantic Command AOR.

d. Immediately prior to or during a Presidentially declared disaster, approves activation of all EPLOS for MSCA disaster and emergency assistance in AOR. Task and supervise

those EPLOs that have been activated.

e. Develops necessary implementation guidance to accompany this Manual.

9. Commander in Chief Pacific Command (USCINCPACOM)

a. Serves as DoD PPA and Operating Agent for Military Support to Civil Authorities for all DoD Components for Alaska, Hawaii, United States possessions and territories, and administrative entities within the Pacific Command Area of Responsibility.

b. Maintains liaison with the FEMA.

c. Trains (in conjunction with the Services) and receives OPCON of EPLOS for MSCA activities immediately prior to and during Presidential disaster declarations in the Pacific Command AOR.

d. Immediately prior to or during a Presidentially declared disaster, approves activation of all EPLOS for MSCA disaster and emergency assistance in AOR. Task and supervise those EPLOS that have been activated.

e. Develops necessary implementation guidance to accompany this Manual.

E. PLANNING

1. General. DoD emergency planning and response employs the separate elements and capabilities of the DoD Components working in concert. DoD planning combines inter-Service-coordination and connectivity with the civil emergency preparedness structure. Throughout the year, planning conferences are convened at the National, regional and local level, which identify response requirements, locate assets, review procedures, and prepare for future disaster events. These conferences bring together participants from both the military and civilian disaster response community.

2. DoD Executive Agent. The Secretary of the Army acts for the Secretary of Defense in developing planning guidance, plans, and procedures for MSCA. The Secretary of the Army is responsible for developing National-level planning guidance and supervising the development of DoD plans for the provision of military support to civil authorities. The DoD Executive Agent tasks the DoD Components to plan for and to commit DoD resources in response to requests from civil authorities for MSCA. Any commitment of military forces of the Combatant Commands is coordinated in advance with the Chairman of the Joint Chiefs of Staff. Other planning functions include:

. Designate a general officer as the DoD Director of Military^aSupport (DOMS).

b. Provide DoD planning guidance for the provision of DoD resources to civil authorities during periods of civil emergency or catastrophic and/or major disaster.

c. Coordinate MSCA plans and procedures with the appropriate Federal Departments and Agencies.

d. Facilitate direct planning for MSCA by DoD facilities and installations with Federal regions and **STARCs** of the National Guard.

e. Direct the DoD Components in planning for and responding to a mass immigration emergency.

f. Direct USTRANSCOM through DOMS to provide transportation resources in response to a non-declared domestic civil emergency.

g. Direct the DoD Components to respond to any emergency, based on authority that is provided in DoD Directive 3025.1, reference (c) or obtained from the Secretary or Deputy Secretary of Defense.

h. Manage (in coordination with the C, DoD) expenditures for MSCA from the **DERF**.

i. Provide DoD policy and implementing instructions concerning the role of the EPLOS for peacetime civil emergencies and catastrophic and/or major disasters.

j. Plan and prepare measures for MSCA that foster close and continuous coordination for efficient employment of DoD resources of the National Guard (whether employed under State or Federal authority), as well as resources of the DoD Components, in time of peace, war, or transition to war.

k. Develop and implement a DoD liaison structure with civil authorities that includes liaison personnel from all pertinent DoD Components.

3. DOMS. The Secretary of the Army has designated the Director of Operations, Readiness and Mobilization, Office of the Deputy Chief of Staff for Operations and Plans, Headquarters Department of the Army as the DoD **DOMS**. The DOMS is the Executive Agent's Action Agent. DOMS communicates and coordinates the **policy** guidance and execution directions of the Executive Agent. Other planning functions include:

- a. Responsible to the Executive Agent for the development of National-level planning guidance.
- b. Exercise DoD staff oversight for all DoD Components planning, coordination, and execution of **MSCA**.
- c. Coordinate DoD response in the event of a catastrophic and/or major disaster or civil emergency.
- d. Prepare planning, warning, and execution orders for the DoD Components to execute military operations in support of civil authorities.
- e. Serve as the primary DoD point of contact for the Federal Response Plan (FRP) (reference (q)) and member of the FEMA's Annex Planning Leaders Group.
- f. Provide liaison with the FEMA and other Federal Departments and Agencies as required.
- g. Develop and implement procedures to staff and perform the functions of a DoD Emergency Operations Center.
- h. Develop liaison and coordination procedures with the Chairman of the Joint Chiefs of Staff.
- i. Develop the Manual for Civil Emergencies.

4. **Emergency Support Function (ESF) Representative**
 Figure 1-1 depicts the 12 Emergency Support Functions established in the Federal Response Plan (reference (q)). The Executive Agent has designated the DoD Components to serve as the DoD ESF Representative. Each designated DoD Agency is responsible for assisting the primary Federal Agency in the development of specific plans for each ESF. Pre-disaster planning responsibilities include: providing technical expertise; being knowledgeable of the types of support the DoD can provide to the respective ESFS; reviewing National and regional level plans for the respective ESFS; and establishing standard operating procedures with the lead Federal Agency.

5. **Principal Planning Agent (PPA)**

- a. The PPA is a military or civilian official of any DoD Component who has been designated by the DoD Executive Agent to exercise delegated authority for MSCA for a specified geographic area. Authority and responsibilities of each planning agent will be defined by the DoD Executive Agent and will include MSCA planning and response.
- b. The Commanders in Chief of Atlantic Command and Pacific Command are DoD Principal Planning Agents. They have the

responsibility to provide joint planning and execution directives for peacetime assistance rendered by the Department of Defense within their assigned AOR.

c. A critical element of planning for the initial deployment of relief forces into a disaster area is communications . PPAs should be prepared to provide Tactical Satellite (TACSAT) (or International Marine Satellite (INMARSAT)) capability with any deploying package. Normal means of communications, such as commercial telephone, are often casualties of the disaster. Following catastrophic disasters, satellites may be the only means of communication into, out of, and within the disaster area. This independent means of communication allows the **DoD** to be more responsive and flexible to the immediate disaster relief requirements.

6. Regional Planning Agent (RPA). The RPA is also a military or civilian official of any DoD Component who has been designated by the PPA to exercise delegated authority for MSCA for specific subordinate geographic regions, to include preparation of regional emergency plans. Authority and responsibilities of each planning agent will be defined by the PPA .

7. Emergency Preparedness Liaison Officers (EPLOs). EPLO is a **generic** term used to describe Military Service (Army, Navy, Air Force) **Liaison** Officers serving with **FEMA** headquarters, the **CINCs** , Forces Command, **CONUSAs**, **STARCs** and **FEMA** Regions. The EPLO is OPCON to the supported CINC during MSCA operations in which EPLO activation results from a Presidential Disaster Declaration or immediately prior to an expected declaration. The EPLO represents an extension of the **CINC's** planning and coordination responsibility, which integrates MSCA planning at the **STARC**, FEMA Region, **CONUSA**, FORSCOM and CINC headquarters. EPLOS provide liaison for the **CINC**, or designated representative, to the FEMA Region and other Federal Agencies at the Region Headquarters to facilitate planning continuity. At the State level, they provide liaison for the CINC and/or CONUSA to the State Area Commands and/or Adjutant General Departments to facilitate planning continuity. This link between the State planner, EPLOS at State and FEMA Region, and the CONUSA to the **CINC**, is vital to ensure that MSCA plans are coordinated and understood and assets identified for support during an emergency. They represent the **CINCs** for planning and coordination of MSCA matters in domestic and National security emergency management and response procedures during peacetime (pre-mobilization) and wartime (post-mobilization) periods. These personnel form a nationwide liaison structure that functions in the planning, coordination and execution of a wide spectrum of military support to civil authorities. EPLOS operating in the disaster area will contact the Defense Coordinating Element (**DCE**) in the Disaster Field Office (**DFO**). The DCO will provide the activated EPLO with

an assignment if this has not been done by the supported CINC. The full integration of the EPLO into the DCE and military response allows the DCO to maximize the service capability available and take advantage of the EPLO's in-depth knowledge of regional planning.

8. Civil Authorities. The military role in disasters is one of support to a lead Federal Agency. The Department of Defense's primary function is to provide relief to the victims of a disaster when tasked by the lead Federal Agency. Our support to the disaster area is maximized when the needs of the local community are identified and prioritized in the response plan. This requires installation, base, and post commanders at all levels to identify the key local officials who represent the community. Local officials may include State, county, city, district, and neighborhood representatives.

a. FEMA is usually the lead Federal Agency for response and recovery assistance for earthquakes, hurricanes, floods, and other natural and man-made disasters. As such, this Manual will use the FEMA response organization as a model to refer to throughout discussions.

b. FEMA is organized to provide planning, coordination, and tasking headquarters at the National, regional and State level to provide Federal relief to disaster victims. During a Presidentially declared disaster relief operation, the Department of Defense can expect to receive taskings from and coordinate with the Emergency Support Team (EST, National level in Washington, D.C.), Regional Operations Center (ROC, in the affected region), the FCO with the Emergency Response Team (in the disaster area), or a combination of these.

c. First responsibility for disaster response is with the State in which the disaster occurs. Federal assistance is initiated when a disaster is so severe that a State's ability to provide response is overcome. Emergency operations centers are normally established to coordinate the response by the various levels of government affected. The FCO normally collocates the Disaster Field Office (DFO) with State and local officials or in close proximity to the State operations center.

d. The DCO represents an established organization that Federal and State agencies normally work through for military support. The DCO and DCE (including EPLOs) collocate with the FCO. The DCO is the primary interface for the Department of Defense with the FCO who is the interface for Federal response to the State. Should a JTF, commanded by a General/Flag Officer, be formed to augment the relief effort or provide an initial response, the JTF Commander may be authorized by the supported CINC to work directly with the FCO. The JTF Commander may be viewed as the DOD representative in charge; however, mission

taskings and requests for support continue to be channeled through the pre-existing **SCO-FCO-DCO** coordination channels. Proper use of the DCO and his or her assets prevent wasted effort and streamline the request process.

EMERGENCY SUPPORT FUNCTIONS (ESF)

ESF	PRIMARY FED. AGENT	DOD POC
1. (TRANSPORTATION)	DOT	CINCTRANS
2.([COMMUNICATIONS)	NCS	OASD (C3I)
3. (PUBLIC WORKS)	DOD	USACE
4. (FIREFIGHTING)	USDA	USACOM
5. (INFO & PLANNING)	FEMA	DOMS
6. (MASS CARE)	ARC	DLA
7. (RESOURCE SPT)	GSA	DLA
8. (HEALTH/MED SVCS)	DHHS	OTSG(ARMY)
9. (URBAN SAR)	FEMA	DOMS
10. (HAZARD MTLs)	EPA	DON
11. (FOOD)	USDA	DLA
12. (ENERGY)	DOE	USACE